

fact exist between the parties an industrial dispute extending beyond the limits of any one State. Under that doctrine, only this Court can finally decide whether such a dispute exists... it is inevitable that there should be an appearance of a degree of artificiality in this Court thus supervising the exercise of jurisdiction by the Commission. But that consequence stems not from any attitude on the part of the Court but from the basic circumstance that the power granted by the Constitution to the Parliament in this field is limited to providing for the settlement of [interstate] industrial disputes by means of conciliation and arbitration ...'

38. See, e.g. *R. v. Portus; ex parte A.N.Z. Banking Group* (1972) 127 C.L.R. 353; *R. v. Portus; ex parte City of Perth* (1973) 129 C.L.R. 312; *R. v. Judges of the Commonwealth Industrial Court; ex parte Cocks* (1968) 121 C.L.R. 313 and the cases discussed in Maher and Sexton, supra n.35.
39. s.4.
40. *R. v. Kelly; ex parte Victoria* (1950) 81 C.L.R. 64 at 84 per curiam.
41. Ibid. See also, e.g. *Tramways Employees' Case* (1913) 12 C.L.R. 680.
42. *R. v. Findlay; ex parte Commonwealth Steamship Owners' Association* (1954) 90 C.L.R. 621 at 630 per Dixon C.J.; *R. v. Coldham; ex parte Fitzsimmons* (1976) 137 C.L.R. 153 at 163 per Stephen J.
43. *R. v. Kelly; ex parte Victoria* (1950) 81 C.L.R. 64 at 84.
44. Ibid.
45. Ibid. at 85.
46. *R. v. Portus; ex parte A.N.Z. Banking Group* (1972) 127 C.L.R. 353 at 370.
47. *R. v. Portus; ex parte City of Perth* (1973) 129 C.L.R. 312 at 325 per Gibbs J. Note, however, the comments of Stephen J. in *R. v. Coldham; ex parte Fitzsimmons* (1976) 137 C.L.R. 153 at 161-2 per Stephen J.
48. *R. v. Portus; ex parte City of Perth* (1973) 129 C.L.R. 312 at 329 per Stephen J.
49. *R. v. Portus; ex parte A.N.Z. Banking Group* (1972) 127 C.L.R. 353 at 371 per Stephen J. Note, however, his concession in the same case (at 372).
50. *R. v. Coldham; ex parte Fitzsimmons* (1976) 137 C.L.R. 153 at 163 per Stephen J. Note his concession in that same case (at 372) 'there may, no doubt, be instances where the subject matter of the demand appears to have no connection with the employer-employee relationship but is nevertheless ancillary to matters forming part of that relationship and is, for that reason, an industrial matter.
51. *R. v. Judges of the Commonwealth Industrial Court; ex parte Cocks* (1968) 121 C.L.R. 313.
52. *R. v. Flight Crew Officers' Industrial Tribunal; ex parte Australian Federation of Air Pilots* (1971) 127 C.L.R. 11; see also *Ansett Transport Industries (Operators) Pty. Ltd. v. Wardley* (1980) 28 A.L.J.R. 449 at 463 per Mason J.: '... an admitted right of dismissal for reasons of redundancy, involving as it does questions of management and managerial policy, cannot constitute industrial matter ...'.
53. See, e.g. *R. v. Kelly; Ex parte Victoria* (1950) 81 C.L.R. 64 at 84.
54. Although note that the High Court is currently considering this particular question.
55. *R. v. Flight Crew Officers' Industrial Tribunal; ex parte Australian Federation of Airline Pilots* (1971) 127 C.L.R. 11 at 20 per Barwick C.J. Note also his comment in *R. v. Commonwealth Conciliation and Arbitration Commission; Ex parte Melbourne and Metropolitan Tramways Board* (1966) 115 C.L.R. 443 at 450-1; 'To create an industrial dispute, the rela-

tionship of employer and employee must be directly involved in the demand. Demands which in themselves do not do so will not be industrial in a relevant sense, however, much the relationship of employer employee may be indirectly affected by the result of acceptance or refusal of the demand ... Whilst it is a truism that industrial disputes and awards made in their settlement may consequentially have an impact upon the management of an enterprise and upon otherwise unfettered managerial discretions, the management of the enterprise is not itself the subject matter of industrial dispute.'

56. See *R. v. Kelly; ex parte Victoria* (1950) 81 C.L.R. 64 at 84.
57. Ibid. Quoting with approval Higgins J. in *Clancy v. Butchers' Shop Employees' Union* (1904) 1 C.L.R. 181. Note also *R. v. Judges of the Commonwealth Industrial Court; Ex parte Cocks* (1968) 121 C.L.R. 313 at 318 per Barwick C.J., Taylor and Owen J.J.: 'Disputes may, of course, arise between employers and employees with respect to any practice in an industry but the Act does not commit to the Commission authority to regulate generally the manner in which industry shall be carried on ...'.
58. (1982) 40 A.L.J.R. 609 at 645-6 per Brennan J. The passage continues 'It follows that it is undesirable to answer a question left open in an earlier case unless an answer is invoked by the issues in the case in hand'.
59. See the references given in footnote 38 above.
60. See *Metal Trades Industry Association of Australia v. Amalgamated Metal Workers' and Shipwrights' Union* (1983) 48 A.L.J.R. 385 at 398 where, in a joint judgement, Mason, Brennan and Deane J.J. cast doubt on the authority of *R. v. Hamilton Knight; Ex parte Commonwealth Steamship Owners Association* (1952) 86 C.L.R. 283.
61. See, e.g. *Commonwealth v. Tasmania* (1983) 46 A.L.J.R. 625 ('Tasmanian Dam's Case').
62. *R. v. Coldham; Ex parte Australian Social Welfare Union* (1983) 47 A.L.J.R. 225.
63. Ibid. esp. at 235-7. For similar reasons it seems almost as unlikely that, in the absence of clear statutory direction, industrial matters will continue to be confined by reference to the common law relationship of (in the old terminology) master and servant.

## AUSTRALIA AND INTERNATIONAL EDUCATION: THE GOLDRING AND JACKSON REPORTS — MUTUAL AID OR UNCOMMON ADVANTAGE?

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Every human being has some claim of access to the resources necessary to develop himself or herself. This claim is not unqualified, but it is substantial, and its consequence is that nations and individuals should be prepared to share access to these resources, which in a real sense are the property of humanity as a whole. More specifically, it is in the interest of any nation to take a not unduly proprietorial attitude to the share of humanity's resources within its geographical boundaries.<sup>1</sup>

The overseas student program has brought a great many political, economic, educational and other benefits to Australia, particularly in the context of our relations with the countries of the Asian and Pacific region. Many of the benefits cannot be measured in monetary terms, but they are nonetheless very real and, collectively, show that the program has served Australia's interests well.<sup>2</sup>

Goldring Report ... Mutual Advantage ... Review of Private Overseas Student Policy, March 1984.

Education, specialised training, research and technical assistance are closely linked and fundamental inputs into the development process. They increase productivity, improve management and contribute to equality. Australia's strength in some of these fields has already attracted considerable interest from developing countries outside the official program. The share of Australian aid flowing to education and associated areas should be increased. Education should be regarded as an export industry in which institutions are encouraged to compete for students and funds. This would require a more positive attitude towards acceptance of foreign students in Australia. Scholarship funds would be simultaneously provided through the aid vote to promote development and equity. Improvements in the Australian graduate training system are urgently needed to enable Australia to compete with countries such as the United States for students of high calibre. This would provide education that is more relevant to developmental needs, benefit Australian students and assist the Australian economy.<sup>3</sup>

Jackson Report ... The Australian Overseas Aid Program, March 1984.

The statements above, succinctly but accurately, reflect the essential essence of two foreign policy reports recently released by the Australian Government. They both focus on the important place that overseas students play in Australia's international-educational exchanges and in regional economic aid and development programs. One is primarily an educational assessment in both social and economic cost benefit terms (Goldring Report) and the other (Jackson Report) involves *inter alia*, a business evaluation of Australia's training and research contributions to the predominantly Asia and Pacific regions. The former tends towards a humanistic, holistic and educational approach and the latter favours a systems manpower analysis and efficiency approach towards somewhat similar problems.

The two documents, with major international implications for the future of Australian tertiary education, were released to the public in May 1984. Both reflected on the past development as well as the likely future contributions of Australia as a major regional centre for advanced training and research. The Goldring Report on overseas students and the Jackson Report on overseas aid were published co-incidentally at a particularly sensitive time when foreign aid programs, immigration policies and community racial attitudes were all receiving inordinate and increasing attention. The intermix of national policies, international relations, economic and development priorities, not to mention cross-cultural, multicultural, polycultural and perhaps even cosmocultural concerns has further contributed additional invective to a variety of disputative fields already fuelled by a range of disparate academic and sectional interests. The selective inputs, as submissions to both Committees from many sections of the business community and ethnic organisations, as well as educational interests, have been considerable. Over four hundred written submissions were provided to the Jackson Committee on Australia's Aid Program which took nearly two years to accomplish its tasks. The Goldring Committee on the Private Overseas Student Policy (POSP) received some 280 written submissions and completed its work in about nine months initially so that any recommended policy changes could be implemented well before the school year commencing in 1985. Unfortunately this was not feasible and likely changes can now only be implemented for the 1986 academic year.

The two reports, in some of their recommendations, conflict directly with each other. Accordingly the government will be faced with making a series of choices between the two sets of recommendations some of which will invariably cause dissension amongst various community and educational groups especially overseas student organisations and tertiary sector administrators. For Australian higher education both reports have important implications and undoubtedly, if their major recommendations are acted upon will have an influence well into the next decade. This is precisely what the Government expected when it first commissioned the POSP study in September 1983. Its terms of reference specifically required the Goldring Committee to consult on the aid program with the Jackson Committee on the Australian Government sponsored students coming to Australia under Australian Development Assistance Bureau (ADAB) auspices. To which of the reports will the Government pay the most attention, particularly where the reports are in conflict, and especially in sensitive issues such as fees for overseas students?

The conflict in the two reports is well highlighted by one of the chairmen involved — Professor John Goldring, Chairman of the Committee of Review Private Overseas Student Policy. In commenting on some unfavourable comparisons made in the *Canberra Times* (4 July 1984) on his committee's report and that of the Jackson enquiry he noted:

*Sir, — Your editorial on overseas students (The Canberra Times, June 20), in supporting the recommendations of the Jackson Committee on Overseas Aid Policy in respect of the fees to be charged to overseas students, takes a line which was considered very carefully, but rejected, by the Committee of Review of Overseas Student Policy, of which I was Chairman.*

*Our terms of reference required us to consult with the Jackson Committee. Consultations could not resolve the differences between us over the question of "full-cost" recovery.*

*Those terms of reference precluded our committee from making any recommendation which would increase public-sector outlays. The Jackson committee was not subject to any such constraint. We were also required to recommend ways of encouraging overseas students to come to Australia, without reducing opportunities for Australian residents. Our recommendations attempt to reconcile these three objectives.*

*Even if the whole of the present subsidy for overseas students were devoted to scholarships for students from overseas, our committee was convinced that a very substantial proportion of students from overseas at present in Australia would be forced to return home, as the scholarships would be available to less than half the present number of students.*

*It is clear that the reintroduction of tuition fees for tertiary studies in Australia is politically unacceptable to any major party.*

*To relate an education sector's standards of excellence to whether or not it is controlled by market forces is irrelevant. The universities of most of the countries of continental Europe are free, or charge only nominal fees, yet no reasonable person would argue that their standards are low. Academic excellence does not need to be the result of the market forces.*

*Education, especially tertiary education, requires special resources: highly trained and specialised teachers; equipment; and buildings. These cannot be acquired overnight, nor can they easily be disposed of when demand slackens.*

*Given the political impossibility of allowing market forces to dictate education policies completely, a view implicit in your editorial, and one which the committee rejected, it would be neither desirable nor practicable to introduce a market-based element into only some areas of educational policy, as this would cause even greater "distortions" than are present now.*

*A further argument against adoption of a policy based on free market theories is that this requires accurate calculation of both the costs and benefits of education.*

*Our report, "Mutual Advantage", devotes considerable attention to the problem of calculating the costs and benefits of the private-overseas-student program. Such calculations are at best imprecise, and are influenced by the basis upon which the calculations are made. Like most accounting concepts, they can be manipulated to produce a desired result. To date, no firm method has been found which is acceptable to any educational planning body in Australia.<sup>4</sup>*

The Jackson Report was commissioned by the Liberal-NCP coalition government in 1982 and focuses primarily on the activities of the Australian Development Assistance Bureau and its effectiveness in providing development aid regionally, fostering economic opportunities for Australian business, not to mention promoting specific strategic and foreign policy interests of the government of the day. Only about one-tenth of the entire Jackson Report focuses directly on Australian aid, through educational and training contributions, with of course considerable implications for tertiary education institutions. But this section of the report, on education, represents one of its major contributions. For convenience, because the Goldring Report focuses exclusively on the educational sector, particularly tertiary training and the impact of foreign students studying in Australia and their

likely contributions upon their returning home, it will be considered in more detail after the Jackson Report.

### The Jackson Report

The imposition of full cost fees for overseas students, that is moving up from the present one-third charge — is recommended with the expectation that the extra income generated, from the higher fee charges, would pay for deliberately increasing overall the number of places available for a greater number of foreign students. However, the increase in fees would be on an incremental basis being gradually phased in so that overseas students would only be paying the full cost of their Australian education by the mid 1990s. Accordingly, by then it would be anticipated that some 10,000 overseas students would be supported by a hierarchical scholarship scheme scaled by the application of a family means test. The Jackson Committee was anxious that the present disguised financial subsidy to overseas students amounting to some two-thirds of the full costs of their Australian education, should be more clearly identified. Aid, it believed, should not be hidden as an educational subsidy because Australia currently does not receive adequate international recognition for its present aid contribution to regional development.

The particular educational recommendations of the Jackson Committee are specified as follows:

- (1) *The hidden subsidy to developing country students' education should be made explicit and counted as official development assistance.*
- (2) *A liberal policy toward accepting foreign students should be adopted taking academic performance, cost-effectiveness and available places into consideration. The overseas student charge should gradually be increased to full cost levels. The fees levied should accrue to the institutions that the students attend in order to build up appropriate courses for such students, increase the number of places available without cost to the taxpayer, and encourage the development of education as an 'export' sector.*
- (3) *To improve the balance of student intake and offset rising charges an expanded scholarship scheme should be developed, within the existing aid budget constraints, on the following lines:*
  - (a) *The government-to-government scheme by which students are nominated for scholarships should continue at about the present level.*
  - (b) *A generous merit scholarship scheme should be introduced on a considerably larger scale than the present government-to-government scheme.*

(c) *A special scholarship scheme should be introduced to provide balance in the student intake and to assist disadvantaged groups. It should be used immediately to move toward the target of women making up 50 per cent of the developing country student intake. This scheme should also ultimately be implemented on a large scale.*

(4) *To ensure that the education of students from developing countries is development-oriented, overall scholarship and other programs should be determined in the context of country programming. However, administration should be gradually decentralised, with the post-secondary institutions eventually taking full responsibility for students.<sup>5</sup>*

Perhaps particular attention should be drawn to the Jackson Committee's sensitive and thoughtful recommendations concerning women. They have been discriminated against to date by receiving less than 20% of Australian Government scholarship awards and should share more equally in all future aid and scholarship provisions. It recognised the critical role which women play in the development process especially in maternal and child health programs and those programs involved in influencing population futures and quality of life factors.

However, a critic might suggest that perhaps the underlying philosophy of the Jackson Report is really better reflected in its apparent excessive and commercialised input, throughput and output attitude towards the overseas students as a strategic commodity to be exploited, developed, marketed and recycled home again to the mutual benefit of both Australian and foreign business and trade interests.

Australian tertiary institutions, particularly its universities, are criticised in the Jackson Report for their lack of entrepreneurial zeal in developing their institutions 'into a major export sector to meet the large actual and potential demand for education in developing countries'. It believed that Australian universities and colleges should be prepared to compete head on with the entrepreneurial and pedagogical giants of Europe or the United States. This is colloquially phrased in supply and demand terms where the Report notes 'The Committee believes that Australian education does not need the protection it now enjoys but that it has the resources and ability to compete effectively in an international context'. In making comparisons with other countries, but especially with the United States, the major destination currently for the largest group of foreign students, the Report thoughtfully notes the economic generation capacity or multiplier effect which the presence of overseas students initiates.

...the indications are that compared to the United States and the main European nations, Australia accepts a relatively low number of foreign students. Moreover, in contrast to the situation in a number of countries, the proportion of foreign students in Australian tertiary institutions declined during the 1970s, although there has been some recovery since 1980. The demand for education services throughout the Asian region is likely to be quite large in the next 20 or so years.<sup>6</sup>

One of the more interesting criticisms which the Jackson Report makes of Australian universities, and their contribution to overseas aid and development, reflects on the quality and quantity of postgraduate training presently being offered. Over bureaucratic administration of immigration procedures, indifferent admissions and selection procedures, and insufficient scholarship allocations may be harming the recruitment of high quality overseas students to Australia when compared to facilities available elsewhere.

...Australia is missing out on some of the best overseas students because university and immigrant procedures are excessively bureaucratic and because its Ph.D. structure has failed to remain in touch with contemporary practices. Discouraging the entry of foreign students harms Australia's foreign relations, deprives the community of cultural contacts, and neglects a potential source of export earnings.<sup>7</sup>

The Committee noted a variety of submissions made to it which drew attention to Australia's old fashioned system of postgraduate education. It suggested that doctoral studies including coursework as well as thesis, or even entirely coursework programs had been introduced and worked successfully for many years in other countries. These are described as programs designed 'to meet the demand for adequate training in disciplines that have expanded their bounds of knowledge in the past few decades. Australian doctorates are still largely modelled on the traditional British system of pure and often prolonged (5 years or more) research although some leading British universities have abandoned this approach...'

...many overseas students want graduate course work to provide a breadth of outlook and analytical training, and to reinforce the formal training of their undergraduate studies at home. They do not seek highly specialised research expertise. In addition, there has been criticism, especially from Asian countries, of the time it takes to complete research degrees in Australia and of the regulations and procedures governing enrolment and examination for such degrees. These seem unwieldy and protracted compared to the procedures of North American Institutions.<sup>8</sup>

Australia would need to drastically reform its system of higher degree training if it hoped to compete with other countries particularly the United States and European countries and 'develop its education institutions into a major export sector to meet the large actual and potential demand for education in developing countries'.

However, the Jackson Committee noted, that some Australian universities (in NSW) had actually developed graduate degree programs particularly at the diploma or masters level for overseas students in emulation (or imitation) of North American institutions. These specifically 'catered for the needs of developing countries students' were sometimes not available for Australian students. However the Committee also warned that they did not always attract the 'best' overseas students — and the degrees earned had 'little more recognition than they would have if obtained from training at home'... 'nor do they lead to doctoral degrees'. Accordingly 'the best graduates from Asia prefer to go to the United States'.<sup>9</sup>

Perhaps the Jackson Committee is unaware or unclear that some masters degrees or their equivalents vary considerably within Australia as between various institutions and not necessarily only those in universities in NSW providing special masters programs for overseas students. The Bachelor of Education degrees from Melbourne, La Trobe and Monash universities vary considerably in their quality with each other as do the quality of the Masters of Educational Studies, Masters of Education or Masters of Arts at Monash alone. One of these Monash Masters degrees is certainly akin to the La Trobe Bachelor of Education — which in turn approximates to the pass level M.Ed. at either Macquarie or Sydney universities! If postgraduate offerings at Australian universities, especially at the Bachelor of Education and Masters levels, within the Australian educational field do not easily differentiate — accordingly, how are overseas students expected to distinguish qualitatively between the postgraduate offerings of various institutions! Perhaps they are saved from this dilemma because very few overseas students wish to study education as a priority field of postgraduate research preferring the natural and applied sciences first and the social sciences second!

#### The Goldring Report

Australia's overseas student program has developed over the past three decades, particularly since 1950 with the initiation of the Colombo Plan, in a somewhat ad hoc and uncoordinated, and even incoherent fashion. The Report calls it piecemeal development and says its present problems reflect an unplanned approach. Certainly erratic changes in policy have emerged over the years and not changes of policy simply as a result from political changes in government. The place, direc-

tion and impact of overseas students on Australian university, college and high school campuses, have been the subject of innumerable inter-governmental working party reviews. However, many of these reviews evidently have been of an ad hoc nature and most have only made modest impacts on either the public or the institutions concerned.

#### Current Enrolments

Both the Australian Vice-Chancellors Committee (AVCC) representing 19 universities, and the Australian Committee of Directors and Principals of Advanced Education (ACDP) representing 38 colleges and institutes, in anticipation of the POSP Review Committee's likely establishment started surveying their constituents early in 1983 utilising data to hand on 1982 enrolments. In 1983 there were some 24,000 overseas students in Australia of whom some 8500 were enrolled at universities and 2000 at colleges of advanced education and nearly 6000 at high schools predominantly in year 11 and 12 preparing for HSC examinations and tertiary entry. To the above number should be added some 4500 occupational/industrial trainees, short course students enrolled in business, secretarial or English language programs. Almost all of the above groups fall into the category of private students who are supported principally by their families, business companies or home governments. The Australian Government through the Australian Development Assistance Bureau (ADAB) sponsored over 3500 students and trainees during 1982-83 of whom nearly 1500 were undertaking formal degree or certificate programs of one year and upward, while the remainder were enrolled for a variety of short courses, workshops, lasting from two weeks to two months.

In 1982 over three-quarters of all the tertiary or post-secondary students were enrolled in universities and the remainder predominantly in Colleges of Advanced Education (CAEs). The attraction of particular universities (especially New South Wales and Monash both with over 12% of overseas students) and the high demand for specific areas of training (medicine, dentistry, engineering, architecture, science and business studies) has during the past decade led to a concentration of overseas students in Melbourne and Sydney; generally fewer students favour CAEs with the exception of the Royal Melbourne Institute of Technology and the West Australian Institute of Technology which between them took over 50% of all CAE enrolments which totalled some 2000 overseas students. (See Tables).

However, little was known about the personal condition of this large body of students. How did they like Australia? What was the financial condition of their families? What were their individual difficulties in studying and living in Australia? Apart from some overseas student advisors on particular cam-

puses (of which there are precious few) and overseas student welfare groups, who know something of the students' personal situation, little was known collectively about this considerable constituency of students.

Accordingly, to find out more background information, the Goldring Committee found it necessary to commission a specific survey in November 1983 from a Sydney based commercial firm. This comprehensive survey, for the first time, obtained personal data of inestimable value on the students otherwise unobtainable from either immigration files or institutional records. One in six of all overseas students in Australia, randomly selected, constituted the sample. Some 72% responded to the questionnaire sent to them and 120 students (in Sydney) were interviewed extensively in person.

The survey revealed that:

...three-quarters of the overseas students in Australia were aged between 17 and 23 years, and a little over a third of them were women. Almost all were single. More than half came from Malaysia, with the next largest country groups coming from Hong Kong, Indonesia, Singapore and Fiji. Only a small proportion had parents who had reached a tertiary level of education. Three-quarters of them were supported by their families.

...More than half of the students lived in either Melbourne or Sydney. Three-quarters live in private accommodation, and the remainder in student residences.

About one-half were studying at university and one-quarter at non-government schools. The remainder were fairly evenly distributed between government schools, CAEs and TAFE colleges. Most tertiary students were in the engineering/technology, natural sciences, and economics/commerce/government fields. Almost all of the students expect to succeed with their studies, but many had English language difficulties, especially initially.

Most intend returning home on the completion of their studies, generally with positive attitudes about Australia and Australians. These attitudes appear to improve with increasing social interaction with Australians, and with increasing time spent in the country.<sup>10</sup>

#### Problems and Difficulties

Overseas students are concentrated particularly in Sydney at the University of NSW and in Melbourne at Monash; clearly throughout Australia there is a lack of balanced distribution both institutionally and by discipline. Because of uneven demand and supply this has forced some universities into imposing selectively restrictive entry quotas against overseas students. These are some (amongst many) of the underlying symptoms noted,

which were reflective of the various current difficulties, towards which the Goldring Committee directed its attention. It took account of the unease being voiced by some educational authorities, academics and teachers, and by student associations, especially overseas student groups, towards the difficulties in developing an equitable and satisfactory program for receiving, sustaining and training students from predominantly Asian countries without disadvantaging Australian students.

Many complaints were made to the Goldring Committee that the increasing influx of overseas students, a rise of 10% between 1982 and 1983, had strained the resources of some tertiary institutions. It was said that the presence of overseas students contributed directly to the displacement of otherwise qualified Australian students who reportedly were believed by some complaints to be unable to compete academically with overseas applicants who had achieved better HSC results! The considerable build up in numbers of overseas secondary students certainly since 1982, has been and will be contributing to the increasing demand for tertiary places in 1985 and 1986 as these students complete their year 12 studies and successfully pass HSC examinations. This induced external pressure for places comes at a crucial time when the Australian Federal and State Governments are now being faced with catering to the demographic reality of increasing numbers of Australian high school students available to proceed to further education — or an escalating throughput due to fertility patterns of some 17 or 18 years ago.

Added to the general demographic factors are those specifically concerning governmental educational policy and Labor Party political promises which encourage middle school youngsters to stay in school longer thus hopefully enabling them to go on to further and more advanced levels of education. If one adds to this list of additional potential tertiary enrollees the so-called mature or young middle-aged persons (persuaded as delayed or late bloomers to enter college and university) there is obviously in the making a considerable pressure on tertiary institutions which will rapidly rather than gradually come to full maturity in the latter half of this decade.

Accordingly, with a shortage of funds for higher education even to maintain reasonable teaching standards, far less extend research, grapple with new technological challenges, and replace run-down and antiquated plant and buildings, the looming package of impinging demographic and social factors make for a considerable level of unease in the tertiary community. To add to the present dilemmas and confuse forward planning options, there has been a rapid escalation in demand for places by potential overseas student enrollees. Regional population growth and limited opportunities for higher education compound the

problem. These were some, amongst the many problems to which the Goldring Committee gave considerable and sensitive attention in its deliberations. This is amply documented in the careful and thorough way in which it approached its various tasks and is well articulated in its full report.

#### **Discrimination on Racial, Sexual-Religious and Other Grounds**

The Goldring Report specifically draws attention to the unlikelihood that any of its recommendations, especially in regard to making a specific Overseas Student Charge (OSC), contravenes either Australian or State anti-discrimination legislation. Australian resident students are not advantaged simply because of their resident status, over and against those coming to Australia from overseas for the primary purpose of receiving an education or taking part in a training program. There is a single brief paragraph in the Report which thoughtfully draws attention to this matter. It is a sensitive topic and one which perhaps the Committee felt that judiciously there was little else to say on the matter at this particular time. In view of some pertinent court cases which have emerged during the past two years regarding foreign students, in litigation with universities, this view may be over-optimistic. The Goldring Report briefly notes:

*The Committee is satisfied that neither the Overseas Students Charge (OSC) nor any of the proposals made in this Report treat overseas students differently from Australian residents on grounds which are unlawful under the legislation of the Commonwealth or any Australian State. That legislation makes it unlawful to discriminate on grounds which include race, or on ethnic or national origin. The Committee has been careful to ensure that no government or institution would, in implementing the proposals it has made, act unlawfully because the basis of any distinction which is made between overseas students and others is resident status in Australia.<sup>11</sup>*

There are nonetheless a variety of diverse and thorny legal topics which have not been attended to fully and may have to be ultimately considered. One of these concerns the legal implications of racial discrimination where a university or college imposes a specific entrance quota against private overseas students in a particular discipline irrespective for example as to whether it is for medical school admission or economics faculty entry. Another line of enquiry which still needs further study focuses on the topic of sexual discrimination against women. The likely application, perhaps should have been further considered, of equal opportunity legislation, and human rights declarations, in respect of government sponsored overseas students, particularly those selected by the Australian Government and its agency the Australian Development Assistance Bureau.

In regard to the possibility of a legal challenge to university 'sub' quotas in various academic faculties, the matter as yet has not been tested in court. However, legal advice has been sought by some universities as to whether the establishment of quotas would be directly in contravention of state anti-discrimination acts, and especially Commonwealth racial discrimination legislation. Evidently the most which can be said at present for the legal implications of sub quotas is the uncertainty as to the outcome of a specific challenge. It perhaps should be remembered, based on 1982 overseas student census figures, that virtually 90% of the total tertiary and post-secondary students come from Asia, some 5% from Oceania and 5% from the rest of the world. Of the total numbers 75% are of Chinese ethnic-racial origin, irrespective of whether from Malaysia, Hong Kong, Singapore, Taiwan or China proper i.e. PRC. So whatever legal challenge could be mounted — it is most likely would attempt to base part of its case on the basis of racial-ethnic discrimination.

In regard to sexual discrimination and Australian Government sponsored students and trainees from overseas, if one enquires as to the balance between awards made to males and females, there apparently is at first glance a gross disproportion of males rather than females coming to Australia. There are perhaps a number of valid or plausible administrative, social, cultural and even political and ethnic explanations. Certainly there are the considerations from both the Australian Government's viewpoint as the recipient host country as well as those of the sending or client governments. In respect of male and female Australian government sponsored students, during 1979/80, out of 2730, 80.4% were male and 19.6% female, while in 1981/82, out of 3642, the percentages had moved slightly to male 79.5% and female 20.5%. The overwhelming concentration of educational development aid in favour of males and obvious neglect or inability to cater for a higher potential female population could perhaps eventually leave Australia open to charges of sexual discrimination. These may or may not be justified because of the supposedly limited availability, for consideration in home countries, of female applicants for Australian scholarship assistance. However, it is apparent that, in numerous conversations by the author with various ADAB officials and overseas mission staff, that increasing endeavours have been made, not always successfully, to attract more female applicants for ADAB special programs. Evidently the number of suitably qualified female applications in Malaysia, Indonesia, Papua New Guinea, etc. for obvious cultural, historical and social reasons, is much smaller. For a variety of palpable political reasons Australia to date has not set up official, clearly publicised, positive discriminatory quotas (more subtly stylised as affirmative action programs), to recruit women for fear of jeopardising political rela-

tions or appearing to interfere in the domestic-internal cultural affairs of other countries.

Nonetheless, the figures of male/female imbalance for Australian Government sponsored students and trainees, although a matter of some cultural and political delicacy, are most sensitive issues and perhaps need a careful reappraisal in the light of Australia's signing and participation in international treaties, which have human rights and non sexual discrimination clauses firmly rooted in them.

#### **Finances: Personal Costs: Institutional Charges: National Income and Expenditure**

The Committee was charged with investigating the financial costs of the overseas student programs to the Australian government, that is ultimately to the Australian taxpayer, as well as the income rebated or gained from visa charges, more specifically styled as the Overseas Student Charge (OSC). Considerable attention was paid to assessing the financial background of the students, especially their families' capacity to pay for education in Australia. More bluntly put — what would be the going rate to charge an overseas student thus saving the Australian taxpayer from subsidising a supposedly wealthy entrepreneurial class of Chinese residents in SE Asia who could not otherwise obtain what they wanted in their own countries for various political, economic or racial reasons? The commissioned survey suggested that, apart from a small minority, the students do not come from rich families and the majority, certainly in Australian terms, come from low income or middle income families. Over 60% have a combined family income of \$A15,000 or less which however in SE Asia could place them in the middle or high income bracket but in Australian terms would be modest. If the OSC approximates to \$3,000 in 1985, which it is expected to be, this would mean that it could amount to 20% of the annual family income for over 60% of the foreign students in Australia. If, to this was added, the estimated average annual sustenance expenditure of \$5,000, it is impossible to escape the conclusion that more than half of a families' annual income would be expended to support about 60% of all of the foreign students in Australia. This is undeniably an enormous cost, often initiating borrowing, and necessitating immense sacrifices as encouragement towards the future career of a son or daughter.

The financial attraction of studying in Australia has been enhanced in recent years by relative cost comparisons. The introduction of full cost fees in Britain in 1980 and also in some Canadian provinces after 1982 has diverted some students to Australia especially those from Hong Kong, Singapore and Malaysia.

Apart from the capacity of students and their families to pay either proportionate or full costs for



studying in Australia, the Report discusses the balance sheet in the broadest terms. Gross outlays in 1983 amounting to over \$85 million were paid by the Government. It estimated that in the same year over \$16 million was obtained in revenue from the OSC, and \$105 million was spent by students variously on maintenance expenses predominantly accommodation, food, books and writing materials, travel expenses and even tourism to see Australia first hand. The Report in Chapter 6, *Benefits and Costs*, goes into some detail in an attempt to provide an adequate balance sheet of what is obviously an imprecise exercise to see who is paying whom for what, not to mention why and how and where. If one crudely estimates the so-called full cost of educating all the overseas students, debiting various types of receipts, the balance is \$70 million paid out by Australia. The Committee evidently experienced some difficulty in arriving at meaningful figures especially estimating those for capital costs apportionment in the tertiary sector, as well as those costs to be attributed to secondary students. The tertiary cost per student calculation is based on a figure of \$6,500 general recurrent cost plus \$406 capital cost (university) and \$5,300 plus \$368 respectively for CAE students. An amount of approximately \$105 million was directly spent on goods and services by overseas students to maintain themselves in Australia in 1983. This however represents an amount which could be subject to various interpretations. The Committee was at pains to show caution in simplistically subtracting this amount from the government's own subsidy of \$70 million to indicate that Australia in financially profitable terms was to the advantage by \$30 million in 1983. This is argued cogently in Chapter 6 section 11.

*While acknowledging the multiplier effect such expenditure can have [on the Australian economy] the Committee feels bound to address a point commonly asserted in submissions that, since students spend \$105m. and the program costs arguably less than this, then there is no net cost to the Australian taxpayer in the long run. This is to oversimplify the situation. Moreover it is economically and mathematically unsound to attempt to draw up a precise balance sheet, putting general student expenditure on consumer goods and services against government outlays on education. The reality is that in the first instance at least, the \$105m. goes basically to pay for the goods and services consumed; except for \$10m. it is not used to purchase or pay directly for the education received, nor does it obviate the need for the Australian Government to subsidise the cost of educating overseas students.<sup>17</sup>*

Perhaps it is appropriate to note here that the Committee commissioned the Institute of Applied Economic and Social Research (IAESR) at Melbourne University to estimate the cost benefits of the overseas student presence in Melbourne. The

IAESR in undertaking its study considered a number of analytical models, systems of costing and discussed a variety of differing assumptions in order to make its recommendations. The final report of IAESR was not evidently in full accord with the Goldring Committee's own evaluation of the cost benefits involved. It has rejected some parts of the analysis provided by IAESR.

The IAESR suggested that \$105 million (personal outlay by overseas students) would pay for only goods and services considered and nothing else. It further indicated that 'no value can be ascribed to it beyond any foreign exchange advantage except for \$1 million in tourist promotion savings'.<sup>13</sup> The Goldring Committee was unable to accept the proposition that out of \$105 million spent by overseas students in Australia, less than 1% could be counted towards revenue and therefore offset considerably the government's own contribution of \$70 million. In partial rejection of its commissioned study by IAESR the Goldring Committee stated:

*The above notwithstanding, the Committee does not agree with the proposition advanced in the paper commissioned from the Institute of Applied Economic and Social Research (IAESR) in Melbourne (see Appendix H) that the \$105m pays only for the goods and services consumed and nothing else and that no value can be ascribed to it beyond any foreign exchange advantage except for \$1m in tourist promotion savings. The Committee finds it difficult to accept that it is beneficial to spend money on promoting tourism but that no value should be ascribed to the result of such expenditure. Because of distortions in the Australian economy due to the pervasive nature of taxes, tariffs, quotas etc. a student who buys \$5000 worth of goods is contributing a share of that amount to consolidated revenue via the mechanism of these indirect taxes. Even when a student purchases a service, such as accommodation, he or she is contributing to the income of the landlord which in turn is taxed and produces a net gain to revenue. It is also highly unlikely that there would not be some real cost to some persons providing services to overseas students if such outlays were withdrawn. It is not possible to put a figure on the percentage of expenditure finding its way ultimately into the Government coffers by way of taxes imposed without knowing precisely the goods and services purchased by each student each week. It is also unlikely that the amount which ultimately goes into revenue is equal to the Government's educational outlay on private overseas students. However, the expenditure is a contribution to economic growth in Australia and undeniably represents a direct benefit to Australian residents particularly in a sluggish employment market.<sup>14</sup>*

However, in terms of the equivalent contributions which overseas postgraduate students made finan-

cially to their institutions the Committee was more inclined to accept the IAESR evaluations. This suggested that the postgraduates could contribute annually the equivalent of up to \$25m, that is the equivalent salary of university demonstrators or tutors. IAESR argued 'private overseas postgraduate students more than offset any educational subsidy, or scholarships provided to them, and at the very least, earned their keep. Tertiary institutions around Australia appeared to recognise this in their offer of scholarships and part time work to postgraduates'.<sup>15</sup>

The Committee also acknowledged that they 'do constitute a source of skilled research labour that provides significant (unquantifiable) benefits to the Australian community ... and do at least pay their way'.<sup>16</sup>

The Committee also considered whether the government should proceed to a full cost recovery scheme, similar to that being enforced currently in Britain, which says that the user pays. Here the notion of education as a valuable commodity, an investment for the future was considered in terms of the students own use and as a potential benefit to Australia. The marketing, merchandising and application of skills learnt in Australia, in an entrepreneurial sense were considered by the Goldring Committee in somewhat similar terms (as did the Jackson Report) when it appraised the value of educational aid as part and parcel of trade and development.

*The corollary of the user-pays argument is that education is a valuable commodity which can be sold to earn substantial income and generate employment for Australians. As the Australian economy goes through a lengthy period of restructuring, it is argued, it is service 'industries' of this sort which hold out attractive prospects for a country like Australia, well endowed as it is with educational resources. Our educational sector should be developed as an export industry and its product sold to anyone able and willing to pay. No other restriction or regulations would be involved, and educational institutions would have to compete in the market place for overseas students and the income they would bring. They might thus be obliged to become more innovative and more responsive to consumer demand to remain competitive.<sup>17</sup>*

However, the Goldring Committee rejected this user pays marketing approach believing it too difficult to apply in Australia. Ultimately this would have necessitated an entire restructuring of Australia's higher education system, so that it would reflect the essentially commercial, entrepreneurial and business approach which characterises some aspects of current American university educational policy and program planning operations. The competitive market place approach would introduce a high factor of unpredictability into the numbers

and resources equation of Australian universities. 'There could at times be large influxes of overseas students into certain campuses under a marketing approach'.<sup>18</sup> The result could upset any forward planning and produce unacceptable balances between Australia and overseas students, and likely lead to the displacement of Australian students if Canberra through Commonwealth Tertiary Education Commission firmly controlled enrolment quotas and appropriate student funding on a per capita basis. It was also argued curiously that 'the advantages of educational and cultural enrichment of Australians could also be jeopardised by disproportionate numbers of overseas students on particular campuses'.<sup>19</sup>

The Committee in rejecting the full cost recovery concept takes the example of Britain as a case in point and the adverse political and even economic reactions which followed in 1980 after full charges were made effective. Partly in justification for its decision to recommend that some charges should be made, the Goldring Committee rejected the suggestion 'that any non-citizen has an automatic entitlement to a free education in Australia', and saw, in the continuation of a carefully calculated OSC, a more economical and diplomatic option rather than an outright full cost fee imposition.<sup>20</sup> It recognised that the present OSC 'is already the cause of considerable resentment among overseas students and their families, some of whom regard the charge as a discriminatory measure by a wealthy racist Australia'.<sup>21</sup>

#### **Social and Cultural Benefits**

The committee addressed itself to a variety of so called unquantifiable benefits which it believed would accrue to Australia by having foreign students on its campuses, also warning that 'Australia has yet to come to terms with the variety of values and activities within her own population and there are still pockets of racism in Australia'.<sup>22</sup>

The more general of educational benefits came under the heading of 'an enrichment of the educational environment' which it says could 'challenge some of the assumptions underlying Australian culture in a way which is stimulating to healthy intellectual growth'.<sup>23</sup> A topical and much more pungent retort to this somewhat open-ended endorsement of having foreign students visibly participating in the Australian university life, was bluntly stated by an Australian student who responded in a letter to *The Age* (Melbourne) 21 June, 1984:

*WHAT ABOUT AUSTRALIAN STUDENTS?  
from A. Mevissen, Geelong. The Age, 21/6/84.*

*As a resident student at Deakin University in Geelong, I would like to voice my objections to allowing large numbers of overseas students, particularly Asians, to study at Australian universities.*

Approximately one in four students at Deakin, and at the residential college, is from overseas. This, I believe, is an unacceptably high proportion.

Every year, thousands of HSC leavers are being denied places in Australian universities and residential colleges because of places allocated to overseas students.

Australian applications for tertiary education are rapidly increasing each year. How does one tell optimistic HSC leavers that their own country cannot provide them with tertiary education and yet is willing to set aside one in four places to overseas students.

Asian students pay only \$2150 a year to attend Australian universities while the Government pays well over \$3000 to educate an Australian student for one year. Australian wage-earners are paying millions of dollars each year to educate overseas students.

These students come to use our universities which they feel provide better education and career opportunities than their own institutions and then return home. What about the thousands of young Australians seeking to better their own career opportunities?

I am not racist nor do I support Professor Blainey. I endorse immigration from all nations. But I cannot accept that our universities should be charitable to overseas students while tertiary education is increasingly sought by Australians.<sup>24</sup>

The plea for equity or for balance is impassionately made but based on inaccurate data. And perhaps it should be noted that unfortunately the figures of 25% quoted in this letter to *The Age* were, to say at least, over inflated. In actual fact during 1984 only 4.7% of all categories of students were from overseas, down slightly on 1983 which was 4.8%. In terms of undergraduates or other than higher degree (OTHG) students some 10.7% were from overseas in 1984 compared to 10.5 in 1983. These figures were provided to the author through correspondence of 22 June 1984 by the Registrar of Deakin University in verification that a quarter of all the university's students were not from overseas in 1984!

Since the Goldring and Jackson reports were released in May more up-to-date figures have become available as to the current enrolment of overseas students in Australia. Two of Australia's biggest universities and ones already identified somewhat critically with the largest percentage of overseas students showed further growth in 1984. In 1983, the University of New South Wales had 13.2% of all its students from overseas and in 1984 this percentage rose to 15.3%. Monash University showed a rise from 12.9% in 1983 to 13.8% in 1984. The faculties of engineering technology and com-

merce are all areas of major enrolments and in NSW in the first year architecture and building sections have had enrolments of over 60%, and civil and electrical engineering sections approximately 50% from overseas. Perhaps it is appropriate to note that the Goldring Committee recommends that, by the end of the decade, the percentage of overseas students on each tertiary campus should only be between 5% and 10%.<sup>25</sup>

The Committee used interestingly a phrase *distributional equity* in its approach as to who should be welcome in terms of equality of access. This poses some dilemmas as to placing a priority on students from different countries or regions, not to mention establishing a priority for various social, economic and religious groups within a particular country. The report is thoughtfully replete with a series of counterbalancing *bons mots* 'It is clear that where possible the neediest countries ought to receive preferential treatment' or 'Australia's aid program in general takes account of distributional equity issues' or 'It will at times be necessary for governments to give priority to strategic interests over considerations of distributional equity'!

In attempting to set some priorities in determining *distributional equity* the Committees examined but rejected the use of particular global indexes to ascertain appropriate scales of per capita income or living standards and utilising economic data to apply a differential preference. It is not known if the interesting and useful Physical Quality of Life Index (PQLI) from the Overseas Development Council (Washington, DC, USA) was considered by the Committee. The PQLI utilises a variety of social, educational, health, and medical data to provide a practical reference scale. In putting aside further attempts at equity funding or distributional priorities the Committee rationalised its actions as follows:

*The lack of a necessary relationship between overall country economic wealth or growth patterns, and individual economic circumstances, was one of the major difficulties faced by the Committee in its consideration of this question.*<sup>26</sup>

Problems of discrimination by home governments towards selected groups on racial-ethnic or on economic, religious or cultural grounds, was also a factor in the Committee's deliberation. The position of Australia as a proximate regional centre for higher studies and advanced technical training was recognised as being of special importance to some ethnic groups. The Goldring Report apparently does not identify either the specific countries involved or mention the particular grounds for discrimination probably for a variety of obvious sensitive political reasons. But if it had so identified them it is obvious that Malaysia and its official *bumiputra* policy of 'favouring Malays in a multi-racial society' would have headed the list in its dis-

crimination practices against Chinese. Perhaps Indonesia, the Philippines and Thailand might have followed in that order with regard to their treatment overtly and covertly of Chinese ethnic minorities. Tamils from Sri Lanka, Indians from Malaysia and from Fiji might also have been identified on a low priority list.

On grounds of sexual indifference, rather than outright discrimination, the ratio between the sexes of overseas students on Australian campuses likewise might leave something to be desired with the presence currently of approximately a ratio of 38% women to 62% males. In the case of Australian Government sponsored students through ADAB about 20% are women and 80% are men. However, here the Goldring Report perhaps is less cautious, pertinently and adventurously stating:

*The Committee considers that, subject to considerations of academic merit, Australian Government policies, and those of Australian institutions, should provide opportunities for women which are at least equal to those available for men. To the extent possible, overseas governments should be made aware of Australia's requirement for equal opportunities for men and women. This policy is already embodied in Australian legislation relating to tertiary students and educational institutions, and would be entirely consistent with other efforts under Australia's aid program to foster equality of opportunity for women.*<sup>27</sup>

Perhaps the most cogent service the Goldring Report will have performed is to have faced head on the fact that, in the short run, Australia's financial capacity is limited to increase the number of overseas students without receiving special funding or alternatively imposing harsh draconian revenue raising measures. Its capacity in the immediate future will be even more constrained due to demographic and social factors currently at work within Australia. It may face, in addition, the backlash of increasing population pressures as well as heightened social and racial tensions in many of the regional student donor countries due to ethnic as well as demographic factors. With the co-operation of regional countries these problems can be partially controlled or modified if considerable additional resources are provided by the Australian Government to higher education. Unfortunately the somewhat restrictive if not almost contradictory nature of some of the original terms of reference, provided by the Government to the Goldring Committee, are clearly highlighted in the following all embracing statement:

*'to recommend changes to the private overseas student program which will have the effect of achieving Government objectives including the encouragement of private overseas students to study in Australia without reducing opportunities for Australian resi-*

*dents and without increasing public sector outlays.*<sup>28</sup>

This could be referred to as the pedagogical rabbit and the financial hat trick and one which either requires the levitational skills of an experienced magician or the uncontrollable optimism of a sincere flat earth devotee. Australians themselves are now demanding (but not necessarily receiving) greater participation in both further and higher education. Some universities are unabashedly recruiting more mature student entrants, and uncomfortably turning away greater numbers of theoretically properly qualified young matriculants. To this pedagogical demographic and social transformation within Australia is added the increasing pressure of overseas regional governments wishing to expand their access to Australia's well developed channels of tertiary training facilities for their own students to whom, in some cases, they wilfully or unavoidably deny access to higher education in their own countries. In an attempt to steer between the various political and diplomatic shoals, some clearly visible such as an increasing OSC fee structure and those invisible obstacles marked by racism and exclusiveness — the Committee has cautiously advised the Government to pursue a five-fold specific program of development encompassed by the key concepts to:

- **allocate** ... more funds for education and training aid;
- **eliminate** ... bureaucratic barriers placed in the way of overseas students seeking access to Australian educational institutions;
- **provide** ... better information overseas about the nature and range of educational programs available in Australia, and increased efforts to ensure recognition of all Australian academic qualifications overseas. It is hoped this will encourage students to spread themselves more evenly among Australia's universities and colleges;
- **maintain** ... the cost of education in Australia at a level which does not deter overseas students and the recovery of a contribution towards that cost on the most equitable and consistent basis; and
- **provide** ... proper support for overseas students in Australia.<sup>29</sup>

#### Theoretical but Controversial Implications

Professor John Goldring in his letter to *The Canberra Times* (4 July 1984), in explanation regarding his Committee's recommendations, noted that:

*Our report criticises the self centred attitude which has characterised policy decisions relating to overseas students in the past. Australia must recognise its role as part of the world community while preserving to the*

greatest degree possible the interests of its residents. Our recommendations attempt to take this into account. The policies advocated by the Jackson Committee ... with respect do not.<sup>30</sup>

The Goldring Report, unlike the Jackson Report, did not necessarily see Australian tertiary (or even secondary) institutions primarily as an educational farm or as an intellectual labour park to be exploited for a regular and expanding cash crop by selling their pedagogical and training facilities to technologically and talent starved Pacific and Asian countries.

Perhaps as an indirect consequence of the two reports a flurry of commercial propositions were quickly generated. These included the concept of Australia extending specific training facilities, particularly English language courses, for overseas students on a calculated income production basis, as suggested by the Jackson Report. However, there was a topic, curiously seized upon by an influential Australian spokesman for one of the major professions to which overseas students were, with few exceptions, almost totally and vigorously excluded. This proposal concerned the medical profession and the possible training in Australia of a corps of foreign doctors for service in their home countries. Dr Alistair Brass, the editor of *The Medical Journal of Australia*, in the July 1984 issue, put forward the idea in an article entitled Medical manpower — a modest proposal. He noted the current over productive capacity of many Australian medical schools and a likely forthcoming glut of doctors spilling onto an overcrowded and demoralised profession. Rather than face the closure of say four out of the ten medical schools in Australia, Dr Brass argued why not open up these highly expensive training facilities to a specific group of overseas students who could well pay for high quality medical instruction and boomerang the benefits back home directly upon completion of their Australian medical studies.

He notes, regarding the problem of over productive capacity in Australia:

*There is, however, an attractive and simple solution, which will not only achieve the required cuts in medical manpower in Australia, but keep the teachers at all our medical schools fully employed — and make a handsome profit for these institutions into the bargain. Send for the Americans!*

*Currently, there are estimated to be between 15,000 and 18,000 young Americans studying medicine at "offshore" institutions. These are the students who did not make the very stiff grades to enter one of the 112 medical schools in the United States, but who still want to study medicine and are prepared to pay a high premium for the training — up to \$US15,000 per annum. Some of these foreign schools, like the ones in Guadalajara in*

*Mexico and those in Europe, and even the one on the Caribbean island of Grenada (the rescue of whose American pupils was the excuse for the US military expedition there a few months ago), offer a fairly good education to the visiting Americans.<sup>31</sup>*

He furthermore suggests that half of the places available in Australian Medical Schools should be opened up to young Americans, who are now obtaining a third rate education in the rum belt diploma factories. The cost benefit aspects of the American importation scheme are succinctly put:

*For our part, we should be able to charge each of them at least \$15,000 per year, and maybe more if the competition for Australian places gets keen. Once the system is working, and we have Americans in every year of medical training (say, 50% of 12,000 x 15,000), that will earn our medical schools \$90,000,000 a year. Let's get on with it.<sup>32</sup>*

If one wishes to take the editor of *The Medical Journal of Australia* seriously and re-orientate entrepreneurially one of the most expensive, most traditional and perhaps most controversial of all the university professional training programs in Australia towards a wealthy overseas clientele, namely generally well educated young Americans, then the proposal may have some peculiar pecuniary merit. This cannot, however, necessarily be said for the obviously quixotic if not bizarre suggestion offered somewhat cynically, in a submission made to the Goldring Report, recommending the establishment of a centralised institution for foreign students to be located in the middle of the continent and to be designated as the *Ayers Rock International University*.<sup>33</sup>

**Ayers Rock International University:**  
Australia's First Private University designed exclusively for Overseas Students

A cynic would suggest that it may well be an easier task to establish a new and major international university in a central Australian location in which to ghettoise all the available overseas students in one place. Ayers Rock would be a favourite site as the location for Australia's 20th university with both unlimited entry to overseas students and special quotas maintained exclusively for aboriginals.

The new university, Australia's first private major institution of higher learning, could well be financed by the emerging class of economic czars of Kuala Lumpur, Singapore, Hong Kong and Taiwan, all of whom are endeavouring to "buy a piece of rock" so to speak — and invest in Australian bricks and mortar. The "Ninety-Sevens" from Hong Kong perhaps would be particularly welcome as they move, in anticipation of the Chinese government's takeover in 1997, their money, their talent and their families — all seeking a higher education — to Ayers Rock International University or ARIU as it will be more popularly called. With any luck ARIU will have an international air terminal to cater to the traffic with regular weekly flights by none other than Malaysian Airlines System, Singa-

pore Airlines and Cathay Pacific, with perhaps bi-weekly flights for Sri Lanka Air, and Thai International. Of course Garuda Airlines could back fill the Bali air train of Australian tourists going to Indonesia with full passenger loads of students into Ayers Rock on the return trip.

A private Australian university catering exclusively for overseas students, especially well heeled customers from Southeast Asia, who were given unrestricted enrolment to any faculty of their choice particularly medicine, dentistry, engineering, architecture, economics, business and computer studies — would be an unbeatable card. If Ayers Rock became overcrowded an auxiliary campus at "nearby Maralinga" would be opened — this would be most appropriate for science students interested in programs including applied physics and radiation studies...

Unfortunately, while conceived of originally as a somewhat facetious idea, and one reflecting particular cynical and parochial viewpoints, there are certainly some academics and businessmen, not to mention public servants, who still see commercial merit in re-segregating rather than desegregating overseas students in Australia and concentrating them in a major institution designed exclusively for their particular needs.

### Conclusion

Upon receiving the reports of the Jackson and Goldring Committees, the Government established in June 1984 an interdepartmental committee to reconcile the different and often conflicting recommendations contained in the two reports. The inter-departmental committee consisted of representatives from Foreign Affairs, Immigration and Ethnic Affairs, Education and Youth Affairs, as well as Employment and Industrial Relations, the Prime Minister and Cabinet. Because of the forthcoming federal election and the inability of the committee to make any firm recommendations, but instead present a series of options, it is unlikely that any major actions will flow from the two reports until the new year. Final recommendations, however, will have to be forthcoming and acted upon by Cabinet early in 1985 to be effective for implementation well before the academic year of 1986.

The Jackson Report has found some general favour by the present federal parliamentary opposition. The imposition ultimately of full cost fees for overseas students is apparently not anathema to the non-Labor opposition. At the time of writing the Labor Party has not made any major pronouncement on the matter and as mentioned previously it appears that Cabinet may be asked to arbitrate between the various options presented to it by the interdepartmental committee which has received the reviews without deciding upon specific courses of action.

Perhaps at least there is one visible, important and tangible effect that both reviews have had on the

decision making activities of the government. This concerns the fact that in the education budget will no longer appear, in an unclear manner, the so-called hidden financial subsidy for private overseas students which as occurred in the past.

About two-thirds of the full costs of educating overseas students amounts to an ex gratia payment by the Australian taxpayer (without accounting for the amount brought in by the students as remittances from their families overseas). For the budget year 1984-85 the cost of educating foreign students (primarily from developing countries) will be specifically designated as an aid charge through the Australian Development Assistance Bureau (ADAB) budget. For the year 1984-85 this previously hidden subsidy of some \$95.8 million for tertiary students will appear as an aid charge. However, some \$32.3 million dollars will be raised by the overseas student charge or so-called visa fee. In 1985 postgraduate students (M.A., Ph.D.) will pay \$3,350 in fees, while \$3,100 will be charged to undergraduates doing medicine, dentistry and veterinary science. All other undergraduates will pay \$2,500 for their education fees. These figures, which will be applicable in January 1985, represent an increase of 15% on the fees which were charged in 1983-84. The quota for new private overseas students entering Australia in 1985 will be 2,000 for secondary students and 1,500 for tertiary students. This should accommodate in total some 12,000 tertiary students and 4,200 secondary students in 1985.

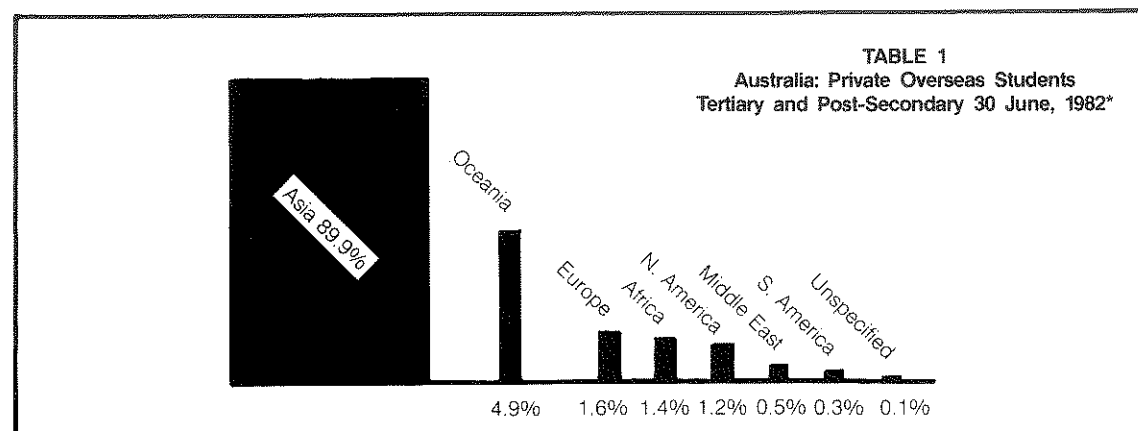
### Notes

Documentation for this review is based on four principal publications namely:

- (i) *Report of the Committee to Review The Australian Overseas Aid Program*, Australian Government Publishing Service, Canberra, March 1984, 276p. (otherwise referred to as the Jackson Report)
- (ii) *Report of the Committee to Review The Australian Overseas Aid Program: Executive Summary*, Australian Government Publishing Service, Canberra, March 1984, 19p. (Jackson Summary)
- (iii) *Mutual Advantage: Report of the Committee of Review of Private Overseas Student Policy*, Australian Government Publishing Service, Canberra, March 1984, 406p. (otherwise referred to as the Goldring Report)
- (iv) *Mutual Advantage: Report of the Committee of Review of Private Overseas Student Policy: Summary*, Australian Government Publishing Service, Canberra, March 1984, 21p. (Goldring Summary)

### References

1. Goldring (Report) p. 59.
2. Goldring (Report) p. 54.
3. Jackson (Report) p. 87.
4. John Goldring, Letter, to the Editor, *The Canberra Times*, 4 July 1984)
5. Jackson (Summary) p. 9.
6. Jackson (Report) p. 93.



7. Jackson (Summary) p. 8.
8. Jackson (Report) p. 93.
9. Jackson (Report) p. 93.
10. Goldring (Report) p. 42.
11. Goldring (Report) p. 28.
12. Goldring (Report) p. 69.
13. Goldring (Report) p. 69.
14. Goldring (Report) pp. 69-70.
15. Goldring (Report) p. 70.
16. Goldring (Report) p. 70.
17. Goldring (Report) p. 87.
18. Goldring (Report) p. 88.
19. Goldring (Report) p. 88.
20. Goldring (Report) p. 89.
21. Goldring (Report) p. 89.
22. Goldring (Report) p. 57.
23. Goldring (Report) p. 56.
24. Andrew Mevissen, Letter, to the Editor, *The Age*, 21 June 1984.
25. Goldring (Summary) p. 11.
26. Goldring (Report) p. 62.
27. Goldring (Report) p. 62.
28. Goldring (Report) p. 64.
29. Goldring (Report) p. 64.
30. John Goldring, Letter, to the Editor, *The Canberra Times*, 4 July 1984.
31. Alister Brass, 'Medical manpower — a modest proposal', *The Medical Journal of Australia*, 141, 1, 7 July 1984, p. 8.
32. Ibid.
33. See Stewart E. Fraser, *Background Notes on Overseas Students Enrolled in Tertiary Education Institutions — Australia*. Submission to Committee of Review Private Overseas Student Policy, Canberra, 31 October 1983, pp. 88, 88a.

| By Region/Country |                  | No.  | Per-centage<br>(Of all<br>Asia)   | Per-centage<br>(Of all<br>overseas<br>students) |
|-------------------|------------------|------|-----------------------------------|---|
| Rank/<br>Order    | Country/Region   |      |                                   |   |
| <b>Asia</b>       |                  | 8536 | —                                 | 89.9  |
| 1.                | Malaysia         | 5426 | 53.6                              | 57.2  |
| 2.                | Hong Kong        | 1172 | 13.7                              | 12.3  |
| 3.                | Singapore        | 502  | 5.9                               | 5.3   |
| 4.                | Indonesia        | 442  | 5.2                               | 4.0   |
| 5.                | Japan            | 248  | 2.9                               | 2.6   |
| 6.                | Thailand         | 190  | 2.2                               | 2.0   |
| 7.                | India            | 157  | 1.8                               |   |
| 8.                | Sri Lanka        | 122  | 1.4                               |   |
| 9.                | Other Asia       | 80   | 0.9                               |   |
| 10.               | Philippines      | 70   | 0.8                               |   |
| 11.               | Korea            | 42   | 0.5                               |   |
| 12.               | Pakistan         | 38   | 0.4                               |   |
| 13.               | China            | 33   | 0.2                               |   |
| 14.               | Taiwan           | 14   | 0.2                               |   |
| <b>Oceania</b>    |                  | 469  | Percentage<br>of all<br>(Oceania) | 4.9   |
| 1.                | Fiji             | 332  | 70.0                              | 3.5   |
| 2.                | Tonga            | 44   |                                   |   |
| 3.                | Papua New Guinea | 33   |                                   |   |
| 4.                | Solomon Is.      | 15   |                                   |   |
| 5.                | New Caledonia    | 14   |                                   |   |
|                   | Other Oceania    | 14   |                                   |   |
| 6.                | Nauru            | 11   |                                   |   |
| 7.                | Vanuatu          | 6    |                                   |   |
| <b>Other</b>      |                  | 487  |                                   | 5.1   |
| 1.                | Europe           | 148  |                                   | 1.5   |
| 2.                | Africa           | 135  |                                   | 1.1   |
| 3.                | N. America       | 117  |                                   | 1.2   |
| 4.                | S. America       | 24   |                                   | —   |
| 5.                | Middle East      | 52   |                                   | —   |
| 6.                | Not Specified    | 11   |                                   | —   |
| Total             |                  | 9492 |                                   | 100<br>adj.                                     |

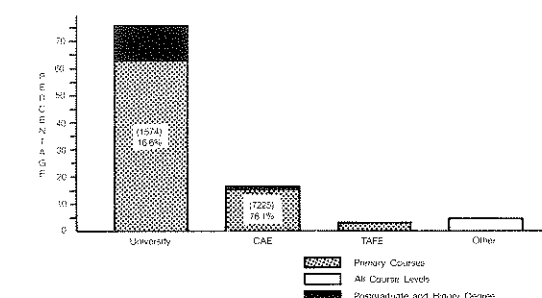
\*Enrolled in formal education programs

**TABLE 2**  
Primary and Secondary  
Australia: Private Overseas Students Study in Australia  
1980/1981/1982 By Country

| COUNTRY           | 1980 | 1981 | 1982* | %age<br>Increase<br>1980-82 |
|-------------------|------|------|-------|-----------------------------|
| AFRICA            | 4    | 7    | 10    | 150.0                       |
| NTH AMERICA       | 23   | 30   | 30    | 30.4                        |
| Canada            | 5    | 6    | 8     | 60.0                        |
| USA               | 18   | 24   | 22    | 22.2                        |
| STH AMERICA       | —    | 1    | 3     | —                           |
| ASIA              | 949  | 1425 | 2672  | 180.0                       |
| China             | —    | 3    | —     | —                           |
| Hong Kong         | 22   | 124  | 587   | 2568.1                      |
| India             | 2    | 4    | 7     | —                           |
| Indonesia         | 34   | 148  | 324   | 852.9                       |
| Japan             | 12   | 18   | 24    | 100.0                       |
| Korea             | —    | 3    | 14    | —                           |
| Malaysia          | 804  | 1031 | 1579  | 96.39                       |
| Pakistan          | —    | 1    | —     | —                           |
| Philippines       | 2    | 9    | 19    | 1125.0                      |
| Singapore         | 4    | 21   | 49    | —                           |
| Sri Lanka         | 7    | 6    | 6     | —                           |
| Taiwan            | —    | —    | 2     | —                           |
| Thailand          | 60   | 50   | 50    | 16.6                        |
| Other Asia        | 2    | 7    | 11    | —                           |
| MIDDLE EAST       | 1    | 3    | 2     | —                           |
| EUROPE            | 51   | 50   | 64    | 25.49                       |
| Gt. Britain       | 37   | 34   | 43    | —                           |
| Other Europe      | 14   | 16   | 21    | —                           |
| OCEANIA           | 320  | 430  | 531   | 65.9                        |
| Fiji              | 131  | 184  | 224   | 70.9                        |
| Nauru             | 67   | 76   | 52    | 22.3                        |
| New Caledonia     | 1    | —    | 1     | —                           |
| Vanuatu           | 8    | 1    | 1     | —                           |
| Papua New Guinea  | 99   | 138  | 187   | 88.88                       |
| Solomon Is.       | 6    | 11   | 5     | —                           |
| Tonga             | 3    | 11   | 53    | 1666.6                      |
| Other Oceania     | 5    | 9    | 8     | —                           |
| Not Specified     | —    | 1    | 10    | —                           |
| TOTAL (1979) 1422 | 1348 | 1998 | 3322  | 146.43                      |

\*inc. 383 TAFE

**TABLE 3**  
Australia: Overseas Students - Tertiary and  
Post-Secondary Percentage of Total Enrolments by Type  
of Institution 30 June 1982



| Enrolment by Type of Institution           |  | Number |      | %age |      |
|--|--|--------|------|------|------|
| 1. University                              |  |        |      |      |      |
| B. Degree                                  |  | 5987   |      |      |      |
| Higher Degree                              |  | 1128   |      |      |      |
| Grad. Diploma                              |  | 110    | 7225 | 76.1 |      |
| 2. College of Advanced Education<br>(CAE)  |  |        |      |      |      |
| B. Degree                                  |  | 1395   |      |      |      |
| U. Grad Diploma                            |  | 92     |      |      |      |
| Grad Diploma                               |  | 66     |      |      |      |
| Masters Degree                             |  | 21     | 1574 | 16.6 |      |
| 3. Technical & Further<br>Education (TAFE) |  |        |      |      |      |
| Certificate                                |  | 250    |      |      |      |
| CAE Equivalent                             |  | 7      | 257  | 2.7  |      |
| 4. Other                                   |  |        | 436  | 4.6  |      |
|  |  |        | 9492 | 100. | adj. |